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Chapter 9

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Fire Management Planning

Purpose

4 The purpose of fire management planning is to provide for firefighter and public
5 safety, and outline fire management strategies and tactics that, when
6 implemented, protect values and meet resource goals and objectives of the land
7 and/or resource management plan. Planning strategically allows for responses to
8 fire commensurate with risk, and movement towards desired conditions.

9 Fire planning products include a concise summary of information organized by
10 fire management unit (FMU) or by other geospatially explicit representations of
11 the landscape. These products should be updated as new information becomes
12 available, as conditions on the ground necessitate updates, or when changes are
13 made to the Land/Resource Management Plan (L/RMP).

14 Products may address: response to wildfire, hazardous fuels and vegetation
15 management, burned area emergency stabilization and rehabilitation, prevention,
16 community interactions and collaborative partnerships roles, and monitoring and
17 evaluation of programs.

18 Fire Management planning efforts should address the vision and goals of the
19 National Cohesive Wildland Fire Management Strategy (2014) (Cohesive
20 Strategy).

21 The Cohesive Strategy vision is “To safely and effectively extinguish fire, when
22 needed; use fire where allowable; manage our natural resources; and as a
23 Nation, live with wildland fire.”

24 The Cohesive Strategy goals are:

- 25 • Restore and maintain landscapes
- 26 • Fire-adapted communities
- 27 • Wildfire response

Policy

29 “Fire, as a critical natural process, will be integrated into land and resource
30 management plans and activities on a landscape scale and across agency
31 boundaries” (*Review and Update of the Federal Wildland Fire Management*
32 *Policy*, January 2001).

33 Fire Management Plans should be developed collaboratively between federal
34 agencies and tribal, local, and state agencies to accomplish resource and
35 protection objectives.

36 Every area with burnable vegetation must have an approved Fire Management
37 Plan (FMP). Fire Management Plans are strategic plans that define a program to
38 manage wildland fires based on the area's approved land management plan.

- 1 When practical, Fire Management Plans (FMP) should contain mutually
- 2 developed objectives for managing fires that cross jurisdictional boundaries.
- 3 Fire Management Plans must provide for firefighter and public safety; include
- 4 fire management strategies, tactics, and alternatives; address values to be
- 5 protected and values at risk; address the location and conditions under which
- 6 resource and protection objectives can be met; consider public health issues; and
- 7 be consistent with resource management objectives, activities of the area, and
- 8 environmental laws and regulations. Fire Management Plans should be based
- 9 upon the best available science.

10 **Agency Planning Guidance**

11 **Department of Interior (DOI)**

12 Fire Management Plans must be consistent with the DOI Interagency Fire
13 Management Plan Framework and subsequent bureau direction. Fire
14 Management Plan content may be represented in spatial, text-based and/or
15 digital formats.

- 16 • The DOI framework is available at:
17 [https://www.nwccg.gov/committees/interagency-fire-planning-](https://www.nwccg.gov/committees/interagency-fire-planning-committee/resources)
18 [committee/resources](https://www.nwccg.gov/committees/interagency-fire-planning-committee/resources)
 - 19 ○ **BLM – FMP Template** is available at
20 <http://web.blm.gov/internal/fire/fpfm/planning.html>.
 - 21 ○ **NPS – FMP Template** and information is available at
22 [http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/fireman-](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx)
23 [agementplanning/firemanagementplans/default.aspx](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx).

24 **U.S. Forest Service (FS)**

25 Forest Service FMPs have been replaced with a combination of enhanced
26 Spatial Planning contained in the Wildland Fire Decision Support System
27 (WFDSS) and the Fire Management Reference System (FMRS), a collection of
28 plans required for fire program management, such as aviation, operations,
29 dispatch, and fire danger operating plan products. Fire Management Planning
30 will be a continuing effort to ensure that guidance represented spatially in
31 WFDSS and the FMRS are consistent with LRMP direction, reflecting available
32 fire response options to move from current to desired conditions.

33 The FS has replaced the FSH 5109.19 with a Fire Management Planning Guide
34 that further describes Spatial Fire Planning and the Fire Management Reference
35 System (FMRS). As allowed in the Land and Resource Management Plan
36 (LRMP), fire response strategies should be consistent with the Cohesive
37 Strategy and developed in collaboration with adjoining land managers. This
38 Guide is at <https://fsweb.wo.fs.fed.us/fire/fmp/>.

1 Other Resources

2 For information on utilizing the Spatial Fire Planning method in WFDSS, see
3 the WFDSS Spatial Fire Planning Guide located on the WFDSS Training page
4 at https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml.

5 Concepts and Definitions

6 For further clarification of concepts and definitions that follow, refer to:
7 *Terminology Updates Resulting from Release of the Guidance for the*
8 *Implementation of Federal Wildland Fire Management Policy (2009)*, NWCG
9 Memorandum EB-M-10-024, and the *Guidance for Implementation of Federal*
10 *Wildland Fire Management Policy*, February 13, 2009.

11 Land/Resource Management Plan

12 A document prepared with public participation and approved by the Agency
13 Administrator that provides guidance and direction for land and resource
14 management activities for an administrative area. The L/RMP may identify fire's
15 role in a particular area and for a specific benefit, or may contain general
16 statements regarding the role of fire across the land management unit. Guidance
17 contained in the L/RMP provides the basis for the development of strategic fire
18 management objectives and the fire management program in the designated
19 area.

20 Fire Management Plan

21 A plan that identifies and integrates all wildland fire management and related
22 activities within the context of approved land/resource management plans. It
23 defines a program to manage wildland fires (wildfire and prescribed fire). The
24 plan is supplemented by operational plans, including but not limited to
25 preparedness plans, preplanned dispatch plans, prescribed fire burn plans and
26 prevention plans. Fire Management Plan's assure that wildland fire management
27 goals and components are coordinated.

28 Compliance

29 Compliance generally includes the full range of considerations and procedures
30 defined by each agency to comply with laws such as (but not limited to); the
31 National Environmental Planning Act (NEPA), Section 106 of the Archeological
32 Resources Protection Act, Section 7 of the Endangered Species Act, Clean Air
33 Act, Wilderness Act, Executive Orders, etc.

34 Spatial Fire Management Plan (SFMP)

35 A Spatial Fire Management Plan is a strategic plan that contains text based and
36 spatially represented information that guides a full range of fire management
37 activities and is supported by a land or resource management plan.

38 Spatial Fire Management Plan Mapsheet

39 A collection of one or more tables, graphics, maps or other information on a
40 single page or poster.

1 **Spatial Fire Management Plan Map Set**

2 A compilation of all the mapsheets that make up a SFMP.

3 **Connection to Other Plans**

4 Fire Management Plans (DOI) and/or Spatial Fire Planning in WFDSS (FS)
5 capture fire related direction and decisions from Land/Resource Management
6 Plans (LRMP). If fire management direction and decisions were not adequately
7 integrated into the existing LRMP, additional NEPA may be necessary.

8 **Air Quality and Smoke Management**

9 Clean air is a primary natural resource value in all federal units. Fire
10 management activities which result in the discharge of air pollutants (e.g.,
11 particulates, carbon monoxide, and other pollutants from fires) are subject to,
12 and must comply with, all applicable federal, state, interstate, and local air
13 pollution control requirements, as specified by Section 118 of the Clean Air Act,
14 as amended (42 USC 7418). These requirements are the same substantive,
15 procedural, and administrative requirements that apply to a private person or
16 other non-governmental entity. The protection of these resources must be given
17 full consideration in fire management planning and operations.

18 Coordination with a state or states air regulatory office is required during the
19 development of resource and fire management plans in order to determine
20 procedures for compliance with state air quality regulations. Each agency should
21 consult with their fire management unit the proper procedures for obtaining
22 coordination with the state or states in which the unit is located, or when notified
23 by the state that an air pollution violation has occurred.

24 The *NWCG Smoke Management Guide for Prescribed Fire* 2018 Edition (PMS
25 420-2), is the primary technical reference and should be referenced when
26 developing and implementing wildland fire management plans.

27 NIFC smoke management website:

28 https://www.nifc.gov/smoke/smoke_publications.html.

29 **Air Quality Definitions**

30 **National Ambient Air Quality Standards (NAAQS)**

31 Uniform air quality goals established by the EPA. The EPA designated two
32 types of national air quality standards, primary which provides public health
33 protection and secondary which provides public welfare protection.

34 **Criteria Pollutants**

35 Six common air pollutants: sulfur dioxide (SO₂), nitrogen oxides (NO_x), carbon
36 monoxide (CO), particulate matter (PM₁₀ & PM_{2.5}), ground-level ozone (O₃),
37 and lead (Pb), designated by the EPA for which primary and secondary NAAQS
38 have been established.

1 **State Implementation Plan (SIP)**

2 Section 110 of the Clean Air Act requires each state to adopt and submit to the
3 EPA an implementation plan that provides for the implementation, maintenance,
4 and enforcement of NAAQS in each Air Quality Control Region.

5 **Federal Implementation Plan (FIP)**

6 A federally-implemented plan used by the EPA to ensure air quality is
7 maintained and enforced in accordance with established NAAQS. This plan is
8 used when a state's SIP is found unacceptable.

9 **Attainment Area**

10 A geographic area that meets the primary NAAQS established by the EPA.

11 **Note:** An area may meet the established NAAQS for one criteria pollutant, but
12 have unacceptable levels for another. An area could be in attainment for one
13 criteria pollutant and simultaneously in nonattainment for another.

14 **Nonattainment Area**

15 A geographic area that does not meet the primary NAAQS limits established by
16 the EPA to protect public health and the environment.

17 **Note:** The EPA establishes time limits for nonattainment areas to achieve
18 specified air quality goals and may further designate nonattainment areas as
19 extreme, severe, serious, moderate, or marginal.

20 **Maintenance Area**

21 Geographic area previously designated nonattainment and subsequently
22 redesignated to attainment, for a probationary period, due to achieving the
23 NAAQS.

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